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ABSTRACT

The report, requested by the government of India, describes one of several projects related to vocational guidance services. Assistance in the continuing development of the national program of vocational guidance is provided by: examining the existing arrangements for giving guidance to young people to help them enter employment or training according to individual characteristics in relation to occupational opportunity, by advising on a comprehensive program of national vocational guidance, and by training administrative and technical officials. A summary details recommendations in areas of function; personnel problems; training; vocational guidance tools (individual assessment, occupational and educational information); group and individual procedures, collaboration with secondary schools; research; impact and publicity; and implementation of recommendations. (NH)

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INTERNATIONAL LABOUR OFFICE

United Nations Development Programme
Technical Assistance Sector

REPORT

to

THE GOVERNMENT OF INDIA

on

THE QUALITATIVE IMPROVEMENT OF THE VOCATIONAL GUIDANCE PROGRAMME OF THE NATIONAL EMPLOYMENT SERVICE

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INTRODUCTION

1. At the request of the Government of India, the International Labour Organisation, under the United Nations Development Programme (Technical Assistance Sector), assisted in the continuing development of the national programme of vocational guidance. This project followed several previous ones pertaining to vocational guidance services.[1]

2. The ILO expert appointed to this Mission was Dr. A. Gordon Nelson, Professor of Counselling Psychology (Emeritus), Cornell University, USA. He was in India from July 1971 until January 1973. Assigned to the Directorate General of Employment and Training (DGE and T) of the Ministry of Labour and Rehabilitation, he worked primarily with the officers of the Vocational Guidance Unit, the Evaluation and Implementation Unit and the Central Institute for Research and Training in Employment Service. The expert's terms of reference were:-

(a) examining the existing arrangements for giving guidance to young people and helping them enter employment or training in accordance with their individual characteristics in relation to occupational opportunity;

(b) advising on a comprehensive programme of national vocational guidance, in particular advising on:

(i) administrative organisation for carrying out vocational guidance activities and for co-ordination of work of the participating organisations, the personnel and budgetary needs of the vocational guidance service;

(ii) the development of techniques of guidance interviews and evolving more effective procedures for recording interviews and evaluating guidance provided;

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[1] See: Report to the Government of India on the Development of Programmes of Occupational Information and Youth Employment Service, Vocational Guidance and Employment Counselling, ILO/TAP/India/R.4(1957). Report to the Government of India on the Progress of the Occupational Information and Youth Employment Service and Vocational Guidance Programmes ILO/TAP/India/R.6(1958). Report to the Government of India on the Progress of the Occupational Information and Vocational Guidance Programmes ILO/TAP/India/R.15(1962). Report to the Government of India on the Operation and Extension of Vocational Guidance Activities ILO/TAP/India/R.17(1965). Report to the Government of India on the Development of a Vocational Guidance Programme, ILO/TAP/India/R.31(1970).

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(iii) launching suitable research projects with a view to improving the methods and techniques of vocational guidance rendered by the Employment Services;

(iv) the development of programmes of training courses and in-service training for employment officers in the techniques of interviewing;

(v) methods for compiling and disseminating occupational and employment information for use in vocational guidance at the local, state and national levels;

(c) training the administrative and technical officials appointed to the Vocational Guidance Programme.

3. The presence of a number of very capable officers in the DGE and T greatly facilitated the task of the expert. His approach to fulfilling the terms of reference (formulated by the Government) placed emphasis on close collaboration with his Indian colleagues, who suggested many practicable ideas for the improvement of the vocational guidance programme. The Director-General of the ILO expresses his sincere thanks to the several officers of the Directorate General of Employment and Training who were professionally associated with the expert on various projects. Their invaluable ideas are much appreciated, and are here gratefully acknowledged.

4. The report that follows is presented in three parts: Review of Vocational Guidance Services, Activities of the Mission, Conclusions and Recommendations.

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PART I

REVIEW OF VOCATIONAL GUIDANCE SERVICES

5. A fairly detailed description of Government of India vocational guidance activities is included as a part of the 1970 ILO report entitled "The Development of a Vocational Guidance Programme". Moreover, the Government from time to time issues publications that include summaries of the status of its vocational guidance functions.[1] Therefore, Part I of the present report presents only a brief survey of these services, as a backdrop for Parts II and III.

A. Guidance Services in Education

Secondary Schools

6. According to the data available, which is fragmentary, less than one-fifth of the secondary schools of India provide guidance services. The estimate would undoubtedly have to be much smaller if reference was limited to those institutions that have well-prepared, whole-time counsellors. Among the schools that provide some form of guidance, the overwhelming majority do so through "teacher-counsellors" or "career masters/mistresses", most of whom have had only short in-service training in guidance and are typically allowed not more than four to six hours per week for this kind of work. The vocational guidance provided usually takes the form of group activities such as career talks and exhibits of occupational publications. Very rarely does one meet a career master or part-time counsellor who has the know-how or the time to provide much vocational counselling.

Pre-vocational Training Centres

7. During the past five years, more than 60 of these centres have been established in various regions of India in order to offer continued general education as well as job-entry preparation to boys who have dropped out of elementary school. Each centre employs a full-time career master whose duties make him both a guidance counsellor and a school social worker. The functions of these workers include placement and follow-up, and there is some evidence that they have been fairly successful in helping ex-trainees of the pre-vocational training centres to find employment.

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[1] E.g. Report of the Study Group on Employment and Training, New Delhi, Government of India, National Commission on Labour, 1969. Employment and Training, Vol. II, Report 1971-72, New Delhi, Government of India, Ministry of Labour and Rehabilitation, Department of Labour and Employment, 1972.

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State Functions

8. Since education is primarily under the control of the various states, responsibility for policy-making and development relating to guidance rests primarily with the State Ministries of Education. In nearly every state there is a Bureau of Educational and Vocational Guidance, the activities of which may include a little research, some training of career masters, the preparation of guidance materials for use in local schools, the organisation of occupational conferences and exhibitions, and some individual counselling. There are noticeable differences among the states in respect to various indicators of educational leadership and accomplishment. Thus some states try much harder than others to provide vocational guidance in their secondary schools.

National Functions

9. At the all-India level, the Department of Educational Psychology and Foundations of Education of the National Council of Educational Research and Training (Ministry of Education and Social Welfare) has, along with the states, the responsibility of trying to improve the quality of educational and vocational guidance available in the schools. It does research, publishes occupational and other guidance materials, conducts regional seminars, and offers a nine-months post-graduate diploma course in counsellor education, which enrols about 25 students per annum.

B. University Employment Information and Guidance Bureaux

10. As of January 1972, there were 51 of these bureaux situated on university campuses in various parts of India. Each one functions under the general supervision of a university faculty member (often a professor of economics, commerce or psychology) who is designated as its "chief" and is accountable to a committee headed by the Vice-Chancellor. The day-to-day work is done, with the help of a supporting staff, by a vocational guidance officer of the state employment service who has been assigned to the bureau and whose job title is "deputy chief".

11. The officers in the various bureaux differ considerably from one another in respect to the scope of their activities, but all of them assemble occupational and educational materials, such as career pamphlets, notices of job vacancies, leaflets that describe post-graduate educational offerings, announcements of scholarships and competitive examinations, and the like. Some bureaux have comprehensive, well-organised, attractively displayed collections of such publications, but many others have very meagre information available for the use of their students and alumni.

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12. The bureaux that are fortunate enough to have competent, conscientious deputy chiefs do more than perform the basic function of maintaining collections of useful information. Depending on their resources and the needs of their clientele, they render additional services such as: providing a substantial amount of individual and group guidance; publishing career brochures that are likely to be of special interest to certain categories of counsellees; helping students obtain part-time and vacation employment; facilitating the placement of post-graduate job seekers; and assisting affiliated colleges to establish guidance services on their own campuses.

C. Vocational Guidance in Employment Exchanges

13. At the beginning of 1972, there were 437 government-operated employment exchanges, and 215 of them had one or more vocational guidance officers. Some of these employees have been carefully selected and have had adequate preparation for vocational guidance work. At the other extreme are those with no special preparation, some of whom would prefer to be assigned to placement rather than guidance duties. Between the well-trained and the untrained one might justly place the vocational guidance officers who have completed an 8-weeks "Integrated Course for Employment Officers" at the Central Institute for Research and Training in Employment Service, in Delhi. Although this introductory course is designed primarily for the preparation of placement officers, its syllabus includes a number of guidance topics. Sufficient data are not available to ascertain the percentages of vocational guidance officers who could validly be categorised as, say, competent, somewhat competent, or incompetent.

14. Particularly in the larger exchanges, the daily influx of job-seekers is frequently so great that the vocational guidance officers are called upon to assist with registration and other placement duties, and so they often have very little time to perform the functions for which they were originally hired, such as:

- maintaining an Occupational Information Room where facts regarding occupations, educational opportunities, job openings and employment trends are made available in the form of booklets, charts, posters, newspaper announcements, etc.,

- delivering talks to and holding discussions with groups of registrants on topics such as the current employment outlook, training facilities, and principles relating to vocational choice and adjustment;

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- providing counselling (usually called "individual guidance") to selected registrants, especially the "educated unemployed", and

- visiting secondary schools to talk to groups of students on topics such as the employment situation in India, principles of career planning, and vocations for college graduates.

15. Of the four major services listed above, the first two are more frequently offered than the last two. Job-seeking registrants at the employment exchanges rarely request vocational guidance, and the headmasters of secondary schools, by and large, seldom invite vocational guidance officers to give talks to students. These and related problems are discussed in Part III of this report.

16. Some state ministries of labour give considerably more encouragement and financial support than others do to guidance services. Almost every state has a State Vocational Guidance Officer. His duties are to evaluate the guidance activities that are carried on in the local and regional exchanges, assist the personnel whom he oversees to do more effective work, and in sundry other ways foster the improvement of services. Some State Vocational Guidance Officers are much more capable and enterprising than others.

D. Central Institute for Research and Training in Employment Service

17. This DGE and T unit, commonly referred to as "CIRTES", was established in 1964 as a means of strengthening the work of the National Employment Service. Originally it had two major functions: (i) the training of employment service personnel "deputed" by the states to receive either pre-service or refresher education, and (ii) the execution of research pertaining to employment service operations and problems of various kinds. In 1971, a third responsibility was added: the development and dissemination of diverse types of career literature for use in schools, employment exchanges, colleges and universities, and other agencies that proffer vocational guidance services. A Career Study Centre was set up to accomplish this function.

18. From time to time, several types of vocational guidance training are offered by CIRTES: an 8-weeks intensive course for the preparation of guidance officers; a short "seminar-cum-training" for Chiefs and Deputy Chiefs of University Employment Information and Guidance Bureaux; a special seminar for state guidance supervisors; and lecture - discussions on guidance topics as components of introductory and refresher courses designed for placement officers, all of whom have opportunities to provide at least brief counselling in the course of their work with job-seekers. The "Integrated Course for Employment

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Officers" (referred to in paragraph 13) was offered 19 times between October 1964 and October 1972, whereas the "Intensive Vocational Guidance Training Course" was given 4 times during this same 8-year period. The expert met several employment exchange officers who were under the impression that the latter course had been discontinued entirely, but this is not the case.

19. The research section of CIRTES conducts studies and prepares publications for improving not only placement per se but also other activities of the National Employment Service, including vocational guidance. Four times a year the research section publishes the "CIRTES" Newsletter, which presents research findings as well as articles of theoretical and practical content pertaining to various aspects of employment exchange work.

20. Since its inception in 1971, the Career Study Centre of CIRTES has been engaged in several useful projects, including the production of more than a dozen "Choice of Career Charts" - large, attractive posters that present information about groups of occupations and types of education that may be (or may become) interesting to young persons. Another accomplishment has been the publication of a continuing "Career Information Series" consisting at present of several booklets for the use of young men and women who are making career decisions and plans. Still another very useful publication is an All-India Handbook of Training Opportunities.

E. Other Central Government Units

Vocational Guidance Unit

21. Under the general direction of a deputy director or an assistant director of the DGE and T, who also has other responsibilities, this unit obtains periodic reports from the state vocational guidance officers and the university guidance bureaux. The data received are summarised and used as a basis for noting accomplishments and for planning changes and innovations in vocational guidance activities. As an in-service training device, this unit publishes the "Guidance Forum", a quarterly journal which presents case studies and other articles of interest to counsellors; it has a mailing list of about 1,000 names. The unit also: answers mail, telephone and face-to-face inquiries about various aspects of the guidance programme of the national employment service; issues memoranda to the states to announce new policies and procedures; and makes arrangements for all-India study group and special-committee meetings which are held from time to time to discuss problems and proposals relating to government-supported guidance activities. Another continuing project of this unit is the publication of the "Guide to Career Series", which at present consists of more than 100 occupational leaflets for use in schools, employment exchanges, and colleges and universities.

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Aptitude Testing Unit

22. Since 1963, aptitude tests have been used as a part of the procedure for selecting craftsmen trainees; tested during 1971 were more than 74,000 candidates for admission to 90 industrial training institutes in 12 states. Tests are also used in several industries to help select apprentices for certain skilled mechanical occupations (referred to as "engineering trades"). Other aptitude tests have been developed for employment exchange use in connection with the selection of clerical workers for referral to prospective employers. In all these projects, the services of the Aptitude Testing Unit of the DGE and T have included the construction and standardisation of tests, the training of test administrators, and the carrying on of research designed to assess the usefulness of the tests for selection purposes. The Unit has completed a modicum of work on the development of instruments for use in vocational guidance. An interest checklist has been prepared but is seldom used.

Evaluation and Implementation Unit

23. This section was first being set up when the expert arrived in India in July 1971, and so he had an opportunity to assist in its first-year development (which is treated in some detail in Part II of this report). The unit was established as one means of strengthening the vocational guidance programme of the National Employment Service, its functions being: to appraise the guidance activities of the employment exchanges and the university employment information and guidance bureaux; to develop improved procedures and techniques of guidance; and, in collaboration with the states, to raise the quality of the services rendered. The expert regards the creation of this Unit as a wise and promising step towards making vocational guidance endeavours more effectual.

Vocational Rehabilitation Centres

24. In 1968 two centres were set up, one in Bombay and the other in Hyderabad. Two additional centres (in Delhi and in Jabalpur) were opened in 1972, and it is planned to establish several more as soon as it becomes practicable to do so. These offices provide an intensive, individualised type of vocational guidance for physically handicapped persons, followed by job-entry training. The centres are able to refer some of their ex-trainees directly to jobs, but in many instances they rely on the placement efforts of the special Employment Exchanges for the Physically Handicapped which are situated in 11 of the larger cities of India. Finally, a follow-up service is provided to help the disabled clients become adjusted to their jobs.

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Coaching-cum-Guidance Centres

25. Four offices of this kind were in operation in 1971-72 - at Delhi, Madras, Kanpur and Jabalpur. Eventually others may be set up. They aim to provide employment counselling to job-seekers who are members of scheduled castes and scheduled tribes, in order to help them take advantage of certain training and placement concessions to which they are legally entitled.

Information Services

26. Certain activities cannot be classified as vocational guidance per se but are essential for its proper functioning. The employment market information section of the DGE and T collects and publishes (in various forms) local, state and national labour market data which are useful in the daily practice of employment counselling as well as in the preparation of career literature. Another publication that has much potential value for both group and individual guidance is the National Classification of Occupations, but to date it appears that counsellors have made little use of this tool.

F. Administrative Control and Co-ordination

27. It is exceedingly important to bear in mind that in respect to activities carried on in local schools, employment exchanges and university employment information and guidance bureaux, the states have virtually complete autonomy. This means that "the Centre" (i.e. the Central Administration), not having the advantage of administrative authority, is obliged to rely almost solely on the use of encouragement, persuasion and education in its striving to improve vocational guidance services throughout India.

28. One way whereby the DGE and T exercises leadership is by holding (in Delhi) an annual meeting of the Working Group of the National Employment Service. At this two-day conference, which is attended by national and state administrators, the officers of various sections of the DGE and T present proposals for the improvement of employment exchange services, including vocational guidance functions. Following discussions that are often quite lively, decisions are reached concerning policies and procedures on which consensus has been achieved. However, it appears that not all such decisions are necessarily viewed as legally binding by all states.

29. Co-ordination and collaboration between Education and National Employment Exchange agencies in respect to vocational guidance services are attempted at three levels. At the national level, there is a Central Co-ordination Committee, the members of which are representatives of three Ministries

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(Education, Labour and Rehabilitation, Defence), the Planning Commission, and the National Council of Educational Research and Training. This Committee usually meets once a year. Co-ordination Committees at the state level are made up of representatives of several state government departments and of private bodies selected by the state governments. At the district level, a co-ordination committee comprises an education officer, an employment officer, the principal of a teacher training college, a headmaster of a secondary school, and a local industry representative. Some co-ordination committees accomplish much more than others. Some states and some districts have no active committees of this nature at present.

30. Since it was only 15 years ago (in 1957) that the Government of India, through its Employment Service, launched a national vocational guidance programme, the number and variety of services currently provided are indeed noteworthy. But it is not surprising that a programme which has grown to such magnitude within a relatively short period of time, has some short-comings and problems.

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PART II

ACTIVITIES OF THE MISSION

A. Examination of Existing Arrangements

31. The experts made use of all sources of information and insights available, i.e. conferences with knowledgeable individuals, observational visits, group sessions of various types, and relevant documents. Especially valuable were conferences with members of the Evaluation and Implementation Unit and the CIRTES Training Section of the DGE and T. The expert visited institutions and agencies in various parts of India: employment exchanges, university employment information and guidance bureaux, vocational rehabilitation centres and various educational institutions. Meetings of various types - large and small - were attended by the expert. Many of the group sessions not only helped him to learn about existing arrangements, they also gave him opportunity to make suggestions for the improvement of vocational guidance services. The documents that were pertinent to the objectives of the mission are of several types, ranging from official files to printed books and periodicals.

B. Organisation and Administration

32. Broadly speaking, every activity of the mission and all the recommendations made in this report are related, directly or indirectly, to the organisation and management of the vocational guidance programme. But in the present section reference is made only to those activities that pertain to certain leadership functions of the DGE and T.

33. On several occasions the expert met with administrative officers to discuss problems associated with efforts to provide vocational guidance. As an outcome of one of these discussions, a study was initiated to find out what criteria and procedures are used in the states to select guidance officers, and what the educational and experiential qualifications are of the present employees.

34. Consideration was given to the planning of a course for state guidance supervisors that would give them competence and confidence to organise in-service training seminars and workshops for the officers in their respective states. This course was scheduled to be tried out by CIRTES shortly after the completion of the mission. It is hoped that an educational offering of this kind, sometimes referred to as "training the trainers", will have a "multiplier effect", that is, will encourage each state to offer more training on its own rather than rely so much on CIRTES courses.

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35. The expert was requested to assist in the formulation of a set of goals and performance standards for the central government units of the DGE and T that are responsible for the leadership of an all-India vocational guidance programme. At a later time, the expert helped one of the officers to prepare a paper on the status of the programme.

36. Several conferences were held to decide on a detailed agenda for the 1972 meeting of the Central Co-ordination Committee. The expert made several suggestions, some of which were accepted. He was especially involved in the construction of a Student Appraisal Form, an instrument that was developed for use by school counsellors and career masters to enable them to convey to vocational guidance officers background information about school graduates and dropouts who register at the employment exchanges.

37. The expert advocated that increased use be made of communications from the Centre to the states as one means of improving the quality of vocational guidance services. This suggestion led to several conferences with appropriate administrators, which led to the formulation of the following suggestions: (a) continue to make use of the Guidance Forum and the CIRTES Newsletter to disseminate professional ideas to vocational guidance officers throughout India; (b) encourage the members of the Evaluation and Implementation Unit to distribute helpful resource materials and suggestions as they visit employment exchanges and university bureaux in the states; (c) inaugurate the practice of mailing useful in-service training "notes" or memoranda directly to district employment exchanges and to the UEI and EGBs[1] from time to time in order to ensure that this correspondence reaches the addresses without delay.

C. Evaluation and Counselling

38. To perform this task, the expert decided that he could assist in: (a) the launching of the work of the Evaluation and Implementation Unit, and (b) the development of counselling tools and techniques that would be suitable for use in India.

Advising on Evaluation Instruments and Procedures

39. The expert made suggestions for the evaluation of the vocational guidance services of the employment exchanges and the university guidance bureaux; these suggestions were discussed by an ad hoc committee and eventually accepted, resulting in the drafting of two evaluation forms for employment exchanges and for university employment information and guidance bureaux, respectively, together with guidelines for their use.

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[1] University employment information and guidance bureaux.

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40. By early 1972 two officers had joined the Evaluation and Implementation Unit, and started visits to employment exchanges and university guidance bureaux. By November 1972 all the sanctioned positions of the E and I Unit had been filled when a third officer joined the group. By the end of 1972 the evaluators had visited about 40 field units. The main purpose of their visits was not mere inspection but rather formulation of recommendations aiming at the improvement of the services that had been evaluated.

41. The evaluators also contributed to the improvement of the vocational guidance syllabus used at CIRTES. They rightly recommended that in 1973 they should spend more time at the Centre in order to make a greater contribution to the training courses and to prepare tools and resource materials for distribution to vocational guidance officers throughout India.

Development of Counselling Tools and Techniques

42. Vocational guidance officers in the field have long expressed a wish for a set of guidelines that would help them make effectual use of the personal information forms that are included in the National Employment Service Manual and are recommended for use in counselling. To meet this need a form-cum-guidelines was prepared with the assistance of the expert. Ultimately, each state will be asked to have copies of it printed or cyclostyled in its own regional language and then distributed for use in the employment exchanges and guidance bureaux.

43. The form itself is designed for use in connection with the intensive and time-consuming individual guidance that some clients need. Moreover, the concepts and techniques presented in the guidelines are also applicable to brief or short-term guidance, which comprises the bulk of the counselling provided in employment exchanges.

44. To supplement the form-cum-guidelines, the expert prepared two papers: "Interview Techniques for Vocational Counselling" and "The Importance of Brief Vocational Counselling". These were distributed to the trainees enrolled in several CIRTES courses, and reached a wider audience in India through their publication in professional journals.

D. Research

45. The expert made suggestions pertaining to a research project designed to ascertain the qualifications of persons appointed as guidance officers in the employment exchanges and university bureaux. Nine months after questionnaires were distributed, returns had been received from 11 of the 21 states surveyed. On the basis of his analysis of the data, the expert estimated that: the amount of formal education completed by about 25 per cent of the officers is less than that represented by a bachelor's degree; about 10 per cent

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hold a baccalaureate degree only; and approximately 65 per cent have earned a degree in addition to the BA or B.Sc - in most instances a master's degree; less commonly, one in law. With regard to specialised training in vocational guidance: approximately one-third have had no training of this kind; another third have completed only the 8-weeks Integrated Course for Employment Officers (which includes about two weeks of lecture - discussions on vocational guidance topics); and a third have completed both the Integrated Course and the 8-weeks Intensive Training Course in Vocational Guidance or its equivalent. Because the estimates given reflect the returns from only half of the states, they cannot at this point be regarded as completely reliable for India as a whole. But the estimates are credible since they are in fairly close agreement with findings presented in Appendix II of the 1970 ILO document entitled "Report to the Government of India on the Development of a Vocational Guidance Programme".

46. The expert made suggestions to two officers as they were preparing proposals for research that they hoped would become a part of the fifth Five-Year Plan of the Government. He also gave suggestions to an officer who was planning a survey to find out to what extent a group of employers had made use of the results of aptitude tests administered in their establishments for selection purposes.

47. On several occasions the expert conferred with the head of the research wing of CIRTES regarding its past, present and projected investigations in the field of vocational guidance. Currently in progress is a study that aims to elicit evaluations from clients of the counselling they have received at the university employment information and guidance bureaux.

E. Training

48. Four technical discussion papers prepared by the expert, and widely distributed among vocational guidance officers in India, were training devices, of course, but they get specific mention elsewhere in this report. In the present section, other types of training efforts are described.

CIRTES Courses

49. The expert lectured and led discussions on vocational counselling topics in almost every CIRTES course offered during the 18 months he was in India, but he was especially active in training programmes designed primarily for guidance officers. In addition, he attended a number of class sessions conducted by other instructors, and participated in the discussions. He also made general suggestions regarding posters, recordings, charts and other audio-visual aids that he felt would enhance the instructional programme of CIRTES.

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50. As mentioned above, a syllabus was developed for a new course to teach State Vocational Guidance Officers how to organise short-term in-service training programmes. The expert submitted written suggestions and also participated in planning sessions that were devoted to deciding what the content of this course should be.

51. Several meetings were held at CIRTES to develop a new syllabus for the 8-weeks course in vocational guidance. The expert prepared a detailed list of suggested topics and encouraged the inclusion of more practical exercises and more reading assignments. The revised course was well received by the trainees.

Revision of Vocational Guidance Manual

52. In 1959 a training manual ("Notes on Vocational Guidance") was prepared by the head of the Vocational Guidance Unit and for several years was used as a text book in CIRTES courses. It was also widely distributed to employment exchange offices in India. This publication needed revision and the expert assisted in this task by calling the attention of the writers to useful reference materials; making suggestions concerning the outlines of the chapters; reading first drafts of the chapters and recommending changes in content and style; and assisting in the final editing of the manuscript.

53. When the manual is finally in print, probably in 1973 or 1974, it will be a useful training tool, and should help to upgrade the quality of vocational guidance services. It was agreed at the outset of this project that the revision should emphasize the "why" and the "how" of vocational guidance, not merely the "what".

F. Occupational Information

54. Several conferences were held with the appropriate officers of CIRTES regarding its Career Information Series. The expert also made a careful analysis of the booklets of this series, and then submitted detailed suggestions for their improvement.

55. The expert took part in discussions concerning the leaflets of the Guide to Careers series, which is prepared by the Career Pamphlet Section of the Vocational Guidance Unit, and made suggestions for their betterment.

56. Many agencies issue occupational publications of various kinds: government departments at the Centre and in the states, university employment information and guidance bureaux, commercial publishers, and others. However, the expert found that there is a general lack of awareness of the abundance of such publications in India. He therefore suggested that, as soon as practicable, the Career Study Centre assemble and maintain a comprehensive collection of the career literature available, and then compile and distribute widely an annotated directory of all these publications.

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C. Staff Training

57. As mentioned earlier, the expert gave one or more lectures in nearly every course and seminar conducted by CIRTES in Delhi during the period of his mission. Although these talks were planned primarily for the benefit of the trainees enrolled, they were always attended by several DGE and T staff members, who participated in the discussions that invariably followed the lectures. A group of vocational guidance officers also came to hear a talk on counselling delivered by the expert to a group of graduate students at Delhi University.

58. Now and then the expert talked directly to a particular group of officers. However, most of the staff training did not entail more sitting-and-listening. It was felt that working contacts with individuals and groups provided the best occasions to effect useful learning. Thus, "training" was accomplished largely through the daily collaboration of the expert and his DGE and T colleagues as they grappled with problems and tasks relating to the vocational guidance programme.

59. A third kind of training device was the use of written communications. These included comments recorded by the expert in official files, letters dealing with professional problems, memoranda containing suggestions about specific projects, and four technical papers. The latter were first distributed to vocational guidance staff members, and eventually were published. Their publication was considered desirable because it brought certain ideas and suggestions to the attention of a much larger audience than would have been possible otherwise. "The Arguments Against Vocational Guidance" appeared in the Journal of Vocational and Educational Guidance, the Guidance Forum, and the National Investment and Finance Weekly. "The Importance of Brief Counselling" and "Interview Techniques for Vocational Counselling" were published in the Guidance Forum and the Student Services Review. "Making Vocational Guidance More Realistic" was published in the CIRTES Newsletter and the Journal of Vocational and Educational Guidance.

60. Fourthly, from time to time the expert distributed to appropriate DGE and T colleagues printed and mimeographed publications that he had brought to India on the assumption that they might prove to be serviceable.

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PART III

CONCLUSIONS AND RECOMMENDATIONS

61. How will the vocational guidance programme of the National Employment Service be improved? Answers to this question must emerge ultimately from critical and creative thinking and intelligent action on the part of the responsible Indian administrators and staff members. The purpose of Part III of this report is to facilitate such thinking and such action. Presented here is an analysis of certain problems and shortcomings of the programme, with recommendations for its betterment.

A. Definitions and Functions

Clinical Vocational Counselling

62. According to one definition of vocational guidance, it is an individualised or "clinical" procedure involving a thorough appraisal of a person's physical, psychological and socio-economic characteristics and needs, followed by skilful professional assistance designed to help the client resolve his problems relating to occupational choice and progress. This particular species of vocational counselling is provided in the Vocational Rehabilitation Centres of India, but only occasionally in other offices of the National Employment Service. It is a normal situation; throughout the world, clinical vocational guidance is offered by government placement offices only in a limited way, because the employment exchanges have been established mainly to provide other services, which therefore have a higher priority.

63. At various times in the past, it has been suggested that individual vocational guidance really belongs in the schools. For example, the 1969 meeting of the Working Group expressed some dissatisfaction with the guidance programme of the employment exchanges, and concluded unanimously that the guidance officers in the exchanges should spend most of their time helping career masters in the schools to do a better job. But there is no evidence that the passing of a resolution by this Working Group of three years ago has led to any specific action for its implementation.

Vocational Guidance: A Constellation of Services

64. In the opinion of the expert, the National Employment Service should, at this juncture, adopt a broad definition of vocational guidance, one that connotes the several kinds of services now provided, as described in Part I. In the next two paragraphs, a definition of this kind is suggested, along with an explanation of its merits.

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65. Vocational guidance may be defined as a constellation of several related activities or functions that are intended to assist individuals and groups of persons in coping with problems pertaining to occupational choice and planning with due regard for individual characteristics and their relation to occupational opportunity. As shown in Chart A, these functions are of two types: (a) those which offer direct help to individuals and groups; and (b) those which provide support for the direct assistance functions. A broad definition makes explicit the fact that a comprehensive vocational guidance service has several interrelated parts. Another advantage of a definition as inclusive as the one represented by Chart A is that it suggests the possibility of providing some type of service even when time and resources are limited. For example, in a particular district or region competent personnel may not be available to provide individual guidance (counselling), but it may nevertheless be possible to arrange, say, a worth-while career exhibit. It is erroneous to suggest that vocational guidance must be intensively individual in order to be worth while. This notion may also be quite discouraging, or even demoralising, to those officers who want to provide some vocational guidance but who, for one reason or another, can not do intensive counselling.

66. Throughout the world, it is considered important for certain kinds of vocational guidance to be made available in employment exchanges. For example, there is a close relationship between a type of guidance referred to as "employment counselling" and the function called "placement". Job placement that is based primarily on seniority of registration, with little or no consideration of aptitude or other personal attributes, is an administrative or clerical service; but placement that is preceded by counselling is an individual service that some job-seekers need and appreciate. It is an especially useful procedure for helping the "educated unemployed", whether they are young persons or adults. Employment counselling may be brief or lengthy, depending on the circumstances and the needs of the counsellee.

67. It is recommended that the concepts which have been explained and advocated in this section be brought to the attention of the Working Group and of staff members at the Centre, in the state offices and in the local districts, in order to promote general understanding and acceptance of these basic ideas.

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CHART A

THE SCOPE OF VOCATIONAL GUIDANCE

DIRECT ASSISTANCE FUNCTIONS

1. Group and Mass Media Procedures

   (e.g. career exhibits, group discussions, radio and television programmes)

2. Counselling (Individual Guidance)

   (e.g. educational-choice counselling, career development counselling, employment counselling, rehabilitation counselling)

SUPPORTING FUNCTIONS

3. Administrative and Supervisory Activities

   (e.g. organisation of services, selection of v.g. officers; evaluation of v.g. programmes)

4. Compilation and Publication of Occupational and Educational Information

   (e.g. dissemination of employment market information, use of area skill survey data, publication of career literature)

5. Development of Tools for Individual Assessment

   (e.g. preparation of individual information forms, development of interview techniques, construction of psychological tests)

6. Basic and Applied Research

   (e.g. study of readiness of teenagers for career planning, evaluation of v.g. techniques, investigation of employer hiring practices)

7. Consulting Services

   (e.g. helping schools and colleges to provide vocational guidance, assisting employers with selection problems, advising governmental agencies on manpower utilisation matters)

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D. Staff Personal Problems

Selection

68. Officers of the Evaluation and Implementation Unit of the DGE and T have observed that in districts where there are competent, energetic vocational guidance officers, satisfactory work is carried on, occasionally in the face of difficulties that would reduce lesser men to apathy if not despair. Conversely, these evaluators report, wherever unqualified officers have been appointed, the guidance programme "has suffered badly". At present, only a few states have commendable selection standards. In the remainder, guidance duties are sometimes assigned to staff members who have no more than a high-school education, and may not even have taken the CIRTES 8-weeks Integrated Course for Employment Officers. In the opinion of the expert, if only a single step could be taken to improve the quality of the vocational guidance programme, the one that would have the most beneficial long-run effect would be the introduction and enforcement of desirable criteria for the selection and training of vocational guidance officers in all the states. Minimum standards should be adopted for appointing the State Vocational Guidance Officers as well as the staff members who are assigned to guidance duties in the district and regional employment exchanges and the university bureaux. In a majority of the states there is one common category of employment officers from among whom some are assigned to vocational guidance work. It is not considered to be administratively desirable to have a separate cadre for vocational guidance officers. Instead, it is recommended that minimum criteria (e.g. university graduation) be established for the post of employment officer. But when an officer is selected for vocational guidance duties in an employment exchange or a university bureau, he should be deputed without delay to complete the extensive Vocational Guidance Training Course offered by CIRTES.

69. Administrators at the Centre are aware that there is a need for more vocational guidance officers who are well qualified. Their difficult duty is somehow to persuade the state authorities that the proper selection of personnel is a *sine qua non* for getting satisfactory performance. It is sometimes claimed that very capable persons are reluctant to take employment exchange positions because government salary schedules are not as attractive as those of private employers. But this argument is not very convincing vis-à-vis the fact that there are in India thousands of intelligent university graduates, some of them with post-graduate training, who are without employment of any kind. Considering the large number of educated unemployed who are seeking work, it should not be difficult to recruit very promising young men, as is done in [illegible].

Working Conditions and Staff Morale

70. In every work situation, satisfactory productivity requires employees who are not only competent but also reasonably well satisfied with their working conditions. It is therefore recommended that efforts be made to improve the morale of the

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vocational guidance officers. Among the items of dissatisfaction one hears mentioned are these: some administrators seem to be apathetic or hostile toward guidance services; guidance posts are left unfilled for long periods of time in some exchanges; vocational guidance officers are often assigned mainly to operations such as registration and submission, at the expense of the guidance programme; officers are not given time and/or funds to have sustained contacts with schools, or to do job development work with employers; there is much transferring of staff members from one post to another; good work often receives no recognition. Of course, it is easier to list complaints than it is to effect solutions to the morale problem. But the analysis of the problem in terms of specific dissatisfactions can itself be a step toward the amelioration of morale, provided that those who have authority are able and willing to take the actions revealed by the analysis to be needed. It is also heartening to keep in mind that whenever any specific recommendation for improvement of the vocational guidance programme is implemented, such fulfilment tends to have a favourable effect on morale.

C. Training

71. From the beginning of the vocational guidance programme, its leaders have tried to emphasise the need to provide appropriate training for its officers. Before the advent of CIRTES, a three-months course was offered by the Vocational Guidance Unit.

72. The most urgent training problem today is that, according to the available evidence, not more than one-third of the vocational guidance officers have received special instruction that approaches adequacy. Additional ground for believing that the problem is indeed pressing comes from observations made during 1972 by staff members of the Evaluation and Implementation Unit. Here are a few excerpts from one of their observational reports: "Untrained officers are usually found to be ignorant of guidance procedure. Quite often they misuse the methods and techniques ... They tend to do more harm than good to the guidance programme and to the National Employment Service ... Not much difference was observed between the performance of untrained guidance officers and those trained in the integrated course of CIRTES, probably because vocational guidance topics constitute a small proportion of the syllabus of this course ... Officers trained through the intensive training course in vocational guidance at CIRTES are generally found more knowledgeable and familiar with the procedure".

73. Concurrent with the necessity for making specialised training available for many more staff members is the need to revise current courses, seminars and workshops, and to plan new ones. Present offerings have been carefully constructed and are commendable in many respects, but, like all the outcomes of mankind's striving, they can be improved. For example, there should be more training time devoted to discussion of the bearing of Indian conditions, traditions and values of the counselling process; and there should be more opportunities for trainees to engage in practical work under competent supervision.

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74. In the list given below the suggestions presented are for the consideration of staff members who have responsibility for the improvement of the training programme:

(a) As soon as possible, publish the vocational guidance training manual previously referred to, and begin to use it in the appropriate CIRTES courses. Also, distribute it to all guidance workers in the employment exchange and the university bureaux.

(b) Begin to offer the 8-weeks Intensive Course in Vocational Guidance at least once per year; if sufficient demand for it can be engendered, offer it twice a year.

(c) Early in 1973, offer the course that has been developed to teach State Vocational Guidance Officers how to organise short-term training programmes. Unless the states are encouraged and helped to provide much more in-service training than they have offered in the past, the urgent need for qualified officers will not be adequately met. The "training of trainers" is regarded by the expert as exceedingly important.

(d) Continually scrutinise existing syllabi of courses and seminars in order to weed out disfunctional topics and introduce desirable new ones. In doing this, seek the suggestions of the officers of the Evaluation and Implementation Unit, because their assignment places them in a highly advantageous position to observe the daily-work problems and needs of guidance officers in the employment exchanges and the university bureaux.

(e) Prepare a comprehensive list of the educational institutions that now offer courses in (or related to) vocational guidance. Encourage such institutions (and perhaps others) to offer evening courses for the in-service education of counsellors, career masters, UEI and GB deputy chiefs, and employment officers who work in a particular region. If institutions can be found that are willing to try out this proposal, help them to publicise the courses and to prepare sound syllabi. Well-educated, experienced vocational guidance officers might well serve as occasional lecturers or even as regular instructors for such courses.

(f) Prepare and distribute guidelines (instructions) pertaining to various individual and group guidance activities, such as employment counselling, collection and filing of occupational information, career talks in schools, registration guidance, and the like. An example of a useful guideline is the one prepared by the Evaluation and Implementation Unit in 1972. The general procedure followed to develop this guideline can readily be applied to the preparation of others. Materials of

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this kind should be placed in the hands of guidance workers as quickly as possible after they have been prepared.

(g) Devise a system that will expedite the production and prompt distribution of the Guidance Forum according to a fixed schedule. Encourage the publication in this journal of articles that describe successful counselling and group guidance procedures observed in India.

(h) Consider the possibility of strengthening the Evaluation and Implementation Unit, as a means of offering additional training quickly. In their visits to employment exchanges and university guidance bureaux, the officers of this unit provide what amounts to individual on-the-job instruction, which has promising potentiality for enhancing the quality of the vocational guidance programme.

75. It is not recommended that the State Directorates set up permanent training wings at their headquarters for intensifying in-service training programmes. To do this would be expensive. Moreover, it would be very difficult to find personnel who are sufficiently competent to conduct such training, except perhaps in two or three states. In the opinion of the expert, in-service training in the states can, for the foreseeable future, best be accomplished: (a) as an integral part of evaluation and implementation (which should not be called "inspection") and (b) by teaching State Vocational Guidance Officers how to organise in-service training courses. In connection with the latter, it is not implied that these state officers would be expected to do all the instructing themselves. They should be taught how to organise in-service courses and seminars and how to draw upon resource persons who can help them offer the instruction that is needed. Men and women from universities and from the Centre, for example, can become participants in such training.

76. More and better instruction will inevitably entail greater demands on the training wing of CIRTES. Some of these demands can be met by requesting increased productivity from the present staff members. Another source of help can be officers of the vocational guidance and aptitude testing units of the DGE and T, all of whom should be called upon to participate in training to some extent; the experience of teaching experienced employment exchange officers will contribute to their professional growth. In addition to this source of extra personnel assistance, it will probably be desirable (as soon as the instructional programme expands) to strengthen the Training Section of CIRTES.

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D. Vocational Guidance Tools

77. The instruments employed in vocational guidance are of two types: (a) those that are used for the study and assessment of an individual's characteristics, such as personal information forms, interview schedules and psychological tests; and (b) data about occupations and educational opportunities, such as employment market information and facts about training courses. In respect to the development of both kinds of tools, the National Employment Service has to its credit a number of achievements, which are mentioned in Part I of this report. The purpose of the present section is to make some suggestions for accomplishing further advances.

Individual Assessment

78. The new personal information form-cum-guidelines developed in 1972 should now be translated into the regional language of each state, cyclostyled or printed in quantity, and distributed to all the employment exchanges and university guidance bureaux where there is an adequately prepared vocational guidance officer. Specific training should be given in how to use this tool. It is recommended that plans for providing such instruction in zonal seminars be made by CIRTES in collaboration with the Evaluation and Implementation Unit. The training should include supervised practice in the use of the instrument.

79. It is suggested that a special form be prepared for use in providing brief registration guidance for educated young persons without work experience who seek jobs through the employment exchanges. With the assistance of the expert, some steps have already been taken to construct such a form. Its completion and then its acceptance by the Working Group are recommended.

80. It is recommended that the Aptitude Testing Unit develop further and then try out the interest checklist which has been in existence for some time but has not been used. If such a tool were made available to guidance officers, it would give them an orderly means, which they do not now have, of discovering the activity preferences of clients who need an intensive type of individual guidance. It could prove to be especially useful in counselling with high school students, who are often "all at sea" about how they would someday like to earn a living. It could also be a helpful aid for deputy chiefs in the university bureaux, who have time to provide intensive guidance, and also have educated clients who can benefit from this type of service. The activity-checklist approach to the discovery of vocational interests is a useful adjunct to asking an individual which occupations appeal to him. It should be noted that the implementation of this recommendation can be accomplished without adding any staff members to the Aptitude Testing Unit.

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81. It has been suggested that a large-scale research project should be undertaken by the Aptitude Testing Unit in order to create a standardised Indian edition of the General Aptitude Testing Battery (GATB) originally developed by the US Employment Service. The expert views this idea with some misgiving. In view of all the other needs of the National Employment Service, the expert believes that this proposal should be given a rather low priority rating at this time. It is recommended however that the present staff of the Aptitude Testing Unit be requested to conduct several small-scale pilot studies with the GATB, in order to gain experience with the instrument and to gather data bearing on its potential usefulness in India. It is suggested that test experts outside the Aptitude Testing Unit be consulted when such pilot studies are being planned and executed.

82. It is recommended that the Aptitude Testing Unit assemble and maintain a comprehensive collection of samples of the Indian standardised tests now available, along with as much information as can be obtained concerning the research completed on each instrument. A collection of this kind should help the Aptitude Testing Unit to make better plans for its own research studies.

Occupational and Educational Information

83. "World of work" publications are indispensable in vocational guidance for two reasons: (a) the counsellor needs to study them in order to conduct worth-while guidance interviews and group discussions; and (b) many persons possess self-guidance ability which enables them to cope with their vocational problems on their own, provided they have access to accurate, comprehensive information relating to their concerns. Over the years the National Employment Service has published much useful information, and the creation of the Career Study Centre about two years ago has helped to accelerate progress in this area of endeavour. But some short-comings and problems exist. Hence the suggestions that follow:

84. In regard to certain administrative difficulties, the recommendations are:

(a) Devise an arrangement whereby the activities of the Career Pamphlets Section of the Vocational Guidance Unit can be co-ordinated with the work of the Career Study Centre. Perhaps the CP Section can be placed under the administrative control of the Director of CIRTES and become functionally amalgamated with the Career Study Centre.

(b) Provide better duplicating facilities at CIRTES. According to established Government of India policy, printing by an individual department is not permitted. However, it may be possible to secure

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duplicating equipment other than printing apparatus which would facilitate the publication of certain types of training and career materials.

(c) Continue to plug away at the problem of persuading the State Directorates to distribute career literature promptly to the exchanges, schools, libraries and other agencies for which it is intended. A CIRTES study has shown that the time taken for the distribution of these publications ranges from 6 to 20 months after it has left CIRTES to go to the state offices. At the 1972 Working Group meeting it was agreed that "... all career literature received by State Directors should be distributed within a maximum period of 30 days after receipt".

(d) Urge the states to do more of the following: translation of Career Study Centre publications into regional languages; provision, in the regional languages, of local and state occupational information leaflets, charts and posters.

85. In regard to the revision of previous publications and the production of new ones, the recommendations are:

(a) Make use of the memoranda of detailed suggestions offered by the expert for the improvement of the Career Information Series and the Guide to Careers Series.

(b) Add the following titles to the list of booklets that are scheduled for future publication: Guidebook for Jobseekers; Varieties of Vocational Training Opportunities in India; Employment Outlook for Major Occupations in India. The main purpose of these proposed publications is to facilitate the functioning of self-guidance ability, but they will also be useful to counsellors as they strive to provide beneficial individual and group guidance.

(c) Implement the following recommendation, which was made in the 1969 "Report of the Study Group on Employment and Training": National Headquarters should "... obtain copies of career information produced by other national agencies at state and local levels and act as a clearing house for passing worthwhile information to State Directorates and other interested agencies". One outcome of this proposal might well be the production and widespread distribution by the Career Study Centre of an annotated list of the best of all the career information produced in India, which is considerable. Sharing of publications would thus be encouraged. Another desirable outcome could be the setting up of a model occupational information

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room or corner at CIRTES, which would be used to show trainees the wealth of career materials available in India and how they can be classified and attractively displayed. Such a room would make a more vivid and lasting impression than merely talking about occupational information rooms (which in many employment exchanges and university bureaux are not very impressive).

86. In regard to the problem of encouraging greater daily use of career publications, it is recommended that the Career Study Centre collaborate with the Evaluation and Implementation Unit and with the Training Section of CIRTES to produce a publication that will give vocational guidance officers detailed instructions on how to set up and maintain a model career information room; how to construct and maintain a simple filing system for occupational pamphlets; and how to prepare and use visual aids for calling vocational and educational information to the attention of students and job-seekers.

E. Group and Individual Procedures

87. In Chart A vocational guidance was depicted as a constellation of activities. The present section discusses the procedures referred to in that diagram as "direct assistance functions", which are of two types: group and individual. In considering the recommendations made below regarding these procedures, it is exceedingly important to bear in mind that they can be effectually implemented only if the staff members involved have been carefully selected, are well trained, and receive administrative encouragement and support.

Group Guidance

88. A procedure called "invitational talk" is described in the Vocational Guidance Section of the National Employment Service Manual as a brief oral announcement of the availability of guidance services at an employment exchange. It is supposed to be given daily before the registration of job-seekers begins. Actually, such talks are rarely given nowadays, and apparently they have never been regarded as very useful. It is recommended that they be abandoned and that the existence of guidance services, in both the employment exchanges and university bureaux, be made known by means of attractive posters, one-page printed handouts, and personal communication during registration interviews. It is suggested that the Vocational Guidance Unit, in collaboration with the Evaluation and Implementation Unit, prepare a model printed handout and distribute it to all the States for their emulation. Ideas for attractive posters should also be given to State Guidance Officers.

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89. An activity called "group discussion" is mentioned in the NES Manual as a guidance procedure that is to be conducted in connection with registration interviews. The manual states that employment seekers should be encouraged to participate in these group meetings, but usually an employment officer does virtually all the talking. Of course, some officers do a much better job than others, but in general this group guidance procedure could be improved. By means of an on-the-spot demonstration of a lively, effective group discussion, one of the members of the Evaluation and Implementation Unit has been successful in teaching vocational guidance officers how to do a better job of conducting group discussions. Improved teaching of group procedures, accompanied by demonstrations, in the CIRTES training courses will also help. Finally, it is recommended that the Vocational Guidance Unit, in collaboration with the Evaluation and Implementation Unit, prepare and distribute to the State Vocational Guidance Officers a set of detailed suggestions for conducting such discussions.

90. Vocational guidance officers are supposed to give "career talks" to students in secondary schools whenever they are invited to do so. This service to schools, except in a few districts, has not been a success, for several reasons: only a few schools have an organised plan for disseminating occupational information; officers from the employment exchanges frequently do not prepare their talks carefully to meet the needs of the students; and many of the officers do not have the knack of talking in an interesting manner to high school students. One way to improve vocational guidance services in the schools would be by implementing a proposal whereby the employment exchange officers, instead of giving talks to students, would work closely with counsellors and career masters, furnishing them with the information they need to establish "career corners", to conduct vocational-planning discussions, to plan career conferences and the like. But in at least 80 per cent of the schools there are no persons who have guidance responsibilities. It is therefore recommended that the Vocational Guidance Unit prepare a set of detailed guidelines that will help the vocational guidance officers in the exchanges to give better school talks themselves, to arrange occupational exhibits, and in general to work closely with headmasters and teachers in order to help the latter organise whatever guidance services are practicable in the absence of counsellors and career masters. These guidelines, of course, should also be of some value to officers who work in districts where there are school guidance programmes. Furthermore, they should prove to be useful as training materials for the guidance courses conducted at CIRTES.

91. It is easier to arrange worth-while group sessions on college and university campuses than in schools and employment exchanges. The members of the various academic departments are available to give talks and lead discussions on vocational

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opportunities relating to their own fields of study, and relatively homogeneous groups of educated, mature, interested students can readily be assembled. Some institutions of higher education do a good job of planning such programmes, and others do not. The Vocational Guidance Unit tries to inspire the weaker bureaux by calling for annual reports from the university employment information and guidance bureaux, and by issuing a publication that summarises the activities of each bureau. This is a commendable practice, but it will undoubtedly have a greater impact when more bureau chiefs and deputy chiefs are carefully selected and adequately trained.

Counselling

92. The National Employment Service Manual suggests that "... attempts should be made to give guidance during the registration interview to educated applicants". But the manual does not indicate just what "registration guidance" should include, and so most of the employment exchange officers do very little of this type of counselling. Steps were taken during 1972 to correct this state of affairs: work was begun on the preparation of a special form for use in conducting registration interviews with educated young persons who have no full-time work experience to their credit. Once this form has been completed, a set of registration interview guidelines should be prepared, and then both the form and the instructions should be recommended to the Working Group for its acceptance. Such guidelines should prove to be very helpful in making clear to employment officers just how they can render some beneficial counselling service as an integral part of the registration process, particularly in the case of educated registrants. The instructions should be prepared in such a way that the points made are shown to apply to not only young persons but to any job-seekers who are able to benefit from "registration guidance".

93. Who should do registration counselling? In many of the small and medium-sized exchanges, the vocational guidance officers may be able to provide registration guidance (not routine registration) for all job-seekers who can benefit from it, usually the "educated unemployed" (matriculates and above). In the large exchanges that have vocational guidance officers, there are rarely enough of them to take care of all registration counselling, though they might be able to handle all the educated registrants. In about half of the exchanges there are no vocational guidance officers, and so the only staff members available to provide registration guidance are the regular placement officers and directors. In view of these facts, it is recommended that all the employment officers be taught the contents and techniques of registration guidance, as is now common practice in many other countries. It is recommended that this training be accomplished in three ways: (a) by placing in the hands of all officers the form-cum-guidelines previously mentioned as well as other materials dealing with the conduct of guidance interviews; (b) by giving this topic substantial attention in CIRTES courses and seminars;

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and (c) by requesting the members of the Evaluation and Implementation Unit to teach the subject to individuals as they visit the employment exchanges and university guidance bureaux of India. If this recommendation is adequately implemented, it will be an important step toward fulfilling the objective implied in the following excerpt from the 1969 Report of the Study Group on Employment and Training (pp. 22-23):

> "We feel that vocational guidance is an integral part of an employment service and is in-built in the normal employment exchange operations. The detailed assessment of the individual, the full knowledge of the world of work, and the matching of the individual with occupations ... are all envisaged in registration of applicants, documentation of vacancies and matching and submission process at employment exchanges ... Documentation of particulars of employment-seekers would improve with the use of interview aids; documentation of vacancies would improve with the use of more scientific selection techniques and detailed pre-submission interviews to the satisfaction of employers and job-seekers. All employment officers, in the normal course of their work, are expected to give guidance and should, therefore, be suitably trained."

94. In addition to the relatively brief employment counselling which all able employment officers can learn to do as a part of registration and pre-submission work, there is a more intensive type of vocational guidance, which some job-seekers need, and which can be provided by well-qualified guidance officers. The personal information form-cum-guidelines was prepared with this intensive kind of counselling in mind, whether it takes place in employment exchanges or in university guidance bureaux. Job-seekers who need such counselling can be identified during registration and pre-submission interviews and by reviewing the records of old cases in the files. When placement officers spot such applicants, they should refer them to vocational guidance officers; when the latter themselves identify these individuals, there is, of course, no need for referral.

95. Intensive vocational counselling, called "individual guidance" in the NES Manual, is at present a much neglected activity. Several reasons are usually given for this state of affairs: job-seekers do not ask for this kind of help; the officers do not feel competent to do this type of counselling; and the NES Manual instructions on this topic are quite general. In view of the counselling aids prepared in 1972 and the recommendations made in this report, intensive vocational counselling should gradually become a more prevalent function of the National Employment Service than it is at present.

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96. Whenever well-trained, competent vocational guidance officers feel that they can spare the time, they should explore the possibility of offering both brief and intensive counselling for upper-level secondary school students who are willing to come to the employment exchanges or the university guidance bureaux for such service, especially in districts where no guidance is provided by the schools. Activity of this kind might spur some schools to inaugurate their own guidance programmes.

F. Collaboration with Secondary Schools

97. The vocational guidance programme of the National Employment Service would have more impact on the career planning of young persons, as well as on other aspects of manpower utilisation, if it were co-ordinated with guidance activities in secondary schools. The question of how such co-ordination can be brought about has been extensively discussed during the past ten years in meetings of the Working Groups and of various Co-ordination Committees. The main outcome of these deliberations has been that a number of resolutions have been adopted indicating in the most general terms what "should" be done. But with few exceptions (usually in local districts here and there), very little progress has been made toward actual collaboration between the employment exchanges and the schools.

98. Willingness to collaborate is more likely to be shown by departments after consensus on objectives and procedures has been achieved by the top-level officials of the branches of government involved. There is need for demarcation of the vocational guidance functions of the secondary schools and the employment exchanges. It is therefore recommended that a statement be drafted indicating the appropriate functions of the two agencies, and placed before a meeting of representatives of the Ministry of Education, State Departments of Education, the DGE and T and State Departments of Employment. At such a meeting it should be emphasised that co-ordinated efforts in the field of guidance are possible only when both agencies are prepared for and interested in such efforts. Plans for co-ordination can be implemented at the state and district levels with the help of the Co-ordination Committees for Vocational Guidance.

99. Despite the fact that clear policies and feasible arrangements for collaboration have not yet been promulgated in the Ministries of Education and Labour, one does occasionally observe commendable co-operative work going on at the district or the individual-school level. Why? Invariably, the answer is that in these instances the local vocational guidance officers and the school counsellors/career masters/headmasters are competent, energetic persons who have respect for one another and have been able to establish and maintain effectual working relationships. Can more persons of this calibre be "produced"? The answer, of

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course, is: yes, by fixing higher standards for the selection of guidance personnel for the employment exchanges and the schools; and by improving the training programmes offered at the Centre and in the states, with special reference in this connection to principles and techniques of employment exchange-secondary school collaboration.

100. In addition to the preceding recommendations, the following proposals are offered, addressed primarily to national, state and district administrators:

(a) Try to vitalise district co-ordination committees that are defunct or moribund by: (1) appointing members who are not only community leaders but also good critical and creative thinkers; (2) helping the members to become well informed concerning the nature and scope of vocational guidance services; and (3) enlisting the co-operation of the members in planning co-operative district and regional projects that will be beneficial to youth. A few examples of such projects: career exhibits, vocational conferences, visits of students to local employment exchanges, the teaching of vocational planning units in social studies classes, and the acquisition of free occupational pamphlets for school libraries and "career corners".

(b) Foster the sharing of ideas among vocational guidance officers by distributing to them a bulletin or booklet that describes successful collaborative procedures observed in some of the employment exchanges districts of India. Vocational guidance evaluators from the Centre and from state offices are in a position to observe such procedures and to describe them in sufficient detail for them to be emulated in districts where there are staff members in the employment exchanges and in the schools who can be inspired to try out ideas that look promising.

G. Research

101. Formal or informal studies pertaining to vocational guidance services are conducted by the Career Study Centre (CIRTES) and by three other units of the DGE and T: aptitude testing, vocational guidance, and evaluation and implementation. Occasionally the Research Section of CIRTES carries out an investigation in the guidance sphere. Now and then a piece of research is completed by a State Bureau of Educational and Vocational Guidance, a university professor or post-graduate student, a state employment exchange office, a department of the National Council of Educational Research and Training (NCERT), or a university guidance bureau. In addition, many of the studies of the Employment Market Information Division of the DGE and T make a significant contribution to the vocational

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guidance programme. Thus the total amount of guidance-related research completed in a given year is substantial; to be sure, the sundry reports produced inevitably vary in respect to their quality, scope and usefulness.

102. Reference to the several agencies or units that do research in vocational guidance points clearly to the need for co-ordination of their efforts. It has been suggested from time to time that NCERT and CIRTES should jointly operate a vocational guidance research programme, but there is little reason to believe that this idea will be implemented in the foreseeable future. Instead of this plan, it is recommended here that the DGE and T establish a permanent planning-and-review committee for vocational guidance research. Each DGE and T unit that engages in such research would have a representative on the proposed committee, which would be convened regularly by the administrative officer who heads the vocational guidance programme of the National Employment Service. Among the functions of the committee would be these: maintaining a register of all the completed and current vocational guidance research of the DGE and T, reviewing all proposals for future research of this kind, followed by their acceptance or rejection; suggesting needed studies to the appropriate units; developing sound policies and procedures for the beneficial distribution of reports and of annotated lists of completed research; and meeting periodically with appropriate representatives of NCERT to exchange information and ideas and discuss problems of common concern.

103. There appears to be justification for the frequently heard complaint that the results of research are seldom used to bring about needed improvements in policies and procedures, either at the Centre or, especially, in the states. If the recommendation made in the preceding paragraph is implemented, it should contribute to the solution of this problem, because research reports will be given more respectability and visibility than they now have. It is also recommended that top-echelon administrators adopt the policy of not approving any research proposal unless it includes a clear statement of the potential utility of the study, and an indication of the steps that will be followed to make use of the results of the investigation when it has been completed.

104. Since vocational guidance is a relatively young endeavour in India, it is not surprising that during the past ten years or so many guidance research topics have been suggested by government officers as well as by foreign consultants. It is recommended that someone be assigned the task of compiling a list of all these research ideas. The complete inventory could be used as a starting point for a worth-while discussion at a meeting of the proposed DGE and T research committee, or at a joint session of this committee and a similar group from NCERT. One outcome of such a discussion might well be the conclusion that basic studies can best be undertaken by universities and research institutes, whereas applied or operational investigations can be handled more effectively by DGE and T personnel.

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105. Until research activities in the guidance field are carefully scrutinised and co-ordinated, and research findings more widely used, it would be wasteful for the Government to sanction additional positions for this type of work. However, it may be possible to transfer one or two vocational guidance officers who have relatively light work loads from their present units to the CIRTES Research Section. Such a step would enable CIRTES to do more guidance research, and would have the additional advantage of increasing the productivity and job satisfaction of the transferred staff members. It is recommended that the responsible administrators examine the feasibility of this proposal with a view to implementing it if they can.

H. Impact and Publicity

106. In the deliberations of various committees and working groups, one hears the recurrent cry that the vocational guidance programme has not had much impact on the public at large, and that this situation is primarily, or at least considerably, a result of the fact that proper publicity has been lacking. The word "publicity" is usually employed in such discussions to refer to the advertising of services by means of brochures, posters, radio announcements, press notes, et cetera. A word of caution is needed regarding this kind of publicity, because it can do more harm than good. If prospective clients are led by an "advertisement" to expect more helpful personal service, for example, than most of the employment exchanges are prepared to provide, the disappointed customers are likely to engage in negative word-of-mouth publicity, which will surely not enhance the image of the National Employment Service. Public announcements regarding services should be modest in tone, and should clearly state that some exchanges and university bureaux are much better prepared than are others to render beneficial individual guidance and other services.

107. The most persuasive kind of publicity consists of favourable comments from satisfied clients concerning the help they have received from the employment exchanges and the university bureaux. Consequently, the more effectual the vocational guidance services become, the better their general reputation will be, and the less need there will be for formal publicity. In the opinion of the expert, it would be inadvisable for the State Directorates to set up publicity wings at their headquarters, as is sometimes proposed. With a little help from the existing Centre staff, the states should be able to handle their publicity problems without adding new staff members.

108. An indirect kind of publicity consists of using the mass media to inform the public about long-term occupational trends, the realities of the current labour market, sound principles of career planning, job-seeking procedures, and the like. This is a kind of group guidance which may accomplish much good by helping large numbers of people to guide themselves better. Closely related to

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this use of mass-media is the publishing of advertisements to announce certain job vacancies that require highly qualified persons; though the main objective here is placement, the cause of the National Employment Service publicity is indirectly served.

109. The giving of more and better assistance to employers regarding their selection programmes can also result in a desirable by-product, namely, some good publicity for the National Employment Service. So can help given to other government departments, schools, social agencies, and individuals who request specific kinds of information or advice. Some of these requests can be handled best by well-qualified vocational guidance officers.

I. Implementation of Recommendations

110. The purpose of this section of the report is to suggest ways to implement the recommendations. Recommendations are of little avail until they are implemented, following their examination by the responsible administrators and other officers of the country concerned. The suggestions that follow are offered in the hope that they will facilitate, directly or indirectly, the process of implementation:

(a) As soon as possible, select a person to head the Vocational Guidance Programme of the DGE and T, to co-ordinate the several services now provided, and to help put into effect the recommendations of this report. In the opinion of the expert, the person chosen should have had some employment exchange experience, in addition to having specialised vocational guidance training and personal qualities that will make him a clear-thinking, likeable leader who can get things done expeditiously.

(b) Distribute copies of Parts III and IV of this report to all directors and vocational guidance personnel at the Centre and in the states, and arrange meetings of appropriate persons (e.g., the Working Group) to discuss the report and to take decisions in respect to the implementation of its recommendations.

(c) Hold joint meetings of CIRTES staff members and the personnel of the other DGE and T units that are involved in the vocational guidance programme, in order to foster cross-fertilisation of ideas and improved co-ordination of functions. Co-ordination of vocational guidance functions at the Centre would be facilitated if the following units could all be located in the same building, preferably on the same floor: Vocational Guidance, Aptitude Testing, and Evaluation and Implementation. Ideally, these three Units should be placed as near to CIRTES as possible.

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(d) Hold annual seminar-type meetings of all State vocational guidance officers and representatives from all the university employment information and guidance bureaux, to discuss common concerns, share ideas, and formulate proposals for the consideration of the Working Group.

(e) When the National Employment Service Manual is revised, modify the Vocational Guidance Section of the National Employment Service Manual, so as to make it consonant with the recommendations of this report and with the advances in policy and practice that have occurred in 1972.

(f) Make it possible for staff members from the Centre, especially those who have not had employment exchange experience, to spend more time in the field as observers and participants in State Vocational Guidance Programmes.

(g) Implement first the recommendations in this report that can be put into effect most readily, in order to instil confidence among staff members as well as the general public that the National Employment Service intends to improve its vocational guidance programme as rapidly as possible.

111. It is conceivable that international consultants could provide support for the implementation of some of the recommendations made in this report. The ILO is ready and willing to consider any request from the Government of India for further specialised assistance.

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PART IV

SUMMARY OF RECOMMENDATIONS

112. The recommendations summarised below have been considerably influenced by discussions and planning meetings in which the expert's Indian associates were full participants. In some instances initial steps had been taken to implement proposals before the completion of the expert's mission.

113. Definitions and Functions

(a) Adopt and adhere to a comprehensive definition of vocational guidance, one that connotes the constellation of services now offered by the National Employment Service. (64, 65)[1]

(b) Promote general understanding and acceptance of the concept that certain vocational guidance services are integral components of employment exchange functioning. (66, 67)

114. Staff Personal Problems

(a) Formulate minimum criteria for the selection of employment officers, including vocational guidance officers, in all the states. (68)

(b) Urge the states to accept and use at least the minimum selection criteria, by convincing them that qualified personnel are essential for getting satisfactory performance. (69)

(c) Correct any working conditions that tend to create morale problems among vocational guidance officers. (70)

115. Training

(a) Make specialised training available for many more vocational guidance officers. (72)

(b) Improve current training programmes and introduce new ones as the need arises. (73)

(c) As soon as possible, publish the revised guidance training handbook and begin to use it. (74a)

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[1] These numbers refer to paragraphs in the text relating to the recommendations.

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(d) Offer the 8-weeks Intensive Course in Vocational Guidance at least once per year; and more often if sufficient enrolment can be obtained. (74b)

(e) Offer a course to teach state vocational guidance officers how to organise better short-term in-service training programmes in their own states. (74c)

(f) Revise specific course syllabi as desirable, paying particular attention to the suggestions of the Evaluation and Implementation Unit. (74d)

(g) Encourage appropriate institutions of higher education to offer evening courses for the in-service education of vocational guidance officers. (74e)

(h) Prepare and distribute instructional bulletins pertaining to various individual and group guidance activities. (74f)

(i) Devise a system that will expedite the production and prompt distribution of the Guidance Forum according to a fixed schedule. (74g)

(j) Consider the possibility of strengthening the Evaluation and Implementation Unit, as a means of providing additional on-the-job training. (74h)

(k) Do not encourage the State Directorates to set up permanent training wings at their headquarters. (75)

(l) Consider how greater demands on the training wing of CIRTES can most economically be met, and as soon as the vocational guidance training programme expands, strengthen this wing. (76)

116. Vocational Guidance Tools

Individual Assessment

(a) Urge the states to translate the Personal Information Form developed during 1972 into the regional languages, and to cyclostyle or print it in quantity, so that it can be distributed to and used in all the employment exchanges and university guidance bureaux where there is a well-qualified vocational guidance officer. (78)

(b) Make plans for teaching vocational guidance officers how to make effectual use of the Personal Information Form. (78)

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(c) Prepare a form that will help employment officers to provide brief but useful registration guidance for educated persons, and get it accepted by the Working Group of State Directors. (79)

(d) Develop and try out an interest check list that can be used to discover the activity preferences of applicants who need a fairly intensive type of individual guidance. (80)

(e) Request the Aptitude Testing Unit to conduct several small-scale pilot studies with the GATB. (81)

(f) Request the Aptitude Testing Unit to assemble and maintain a comprehensive collection of samples of the Indian standardised tests now available. (82)

Occupational and Educational Information

(g) Devise an arrangement whereby the activities of the Career Pamphlet Section can be merged with those of the Career Study Centre. (84a)

(h) Try to secure additional duplicating equipment for CIRTES. (84b)

(i) Continue to plug away at the problem of persuading the State Directorates to distribute career literature promptly to the various offices and agencies for which it is intended. (84c)

(j) Urge the states to make more career publications available in the regional languages. (84d)

(k) Make certain suggested improvements in the Career Information Series and the Guide to Careers Series. (85a)

(l) Add certain titles to the list of booklets now scheduled for future publication, in order to provide additional materials that will facilitate the functioning of self-guidance ability. (85b)

(m) Prepare and distribute widely an annotated list of the best of all the career information publications produced in India, in order to encourage the sharing of such materials. (85c)

(n) Set up a model occupational information room or corner at CIRTES, to use as a training resource. (85c)

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(o) Request the Career Study Centre to collaborate with the Training Section of CIRTES and with the Evaluation and Implementation Unit to produce instructional materials that will help vocational guidance officers to do a better job of collecting and using occupational information. (86)

117. Group and Individual Procedures

Group Guidance

(a) Abandon the procedure called "invitational talk" and substitute for it certain suggested procedures for making known to applicants the availability of vocational guidance services. (88)

(b) Help the vocational guidance officers to do a better job of conducting "group discussions" by following the suggestions presented in connection with this recommendation. (89)

(c) Request the Vocational Guidance Unit to prepare and distribute a set of instructions that will help vocational guidance officers to give more effectual talks in secondary schools and to work more effectively with career masters, counsellors, teachers and head-masters. (90)

(d) Request the Vocational Guidance Unit to continue the practices of obtaining annual reports from the university employment information and guidance bureaux and of issuing reports that summarise the accomplishments of each bureau. Distribute these summaries widely. (91)

Counselling

(e) Prepare and distribute to all employment officers a form-cum-guidelines pertaining to registration guidance. (92)

(f) Train employment officers to provide registration guidance for applicants who need it, by following the suggestions given in the recommendation. (93)

(g) Teach employment officers how to identify job-seekers who need intensive vocational counselling and how to refer them to qualified vocational guidance officers for such service. (94, 95)

(h) Encourage vocational guidance officers to explore the possibility of offering both brief and intensive counselling for upper-level secondary school students, especially in districts where no guidance is provided by the schools. (96)

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118. Collaboration with Secondary Schools

(a) Prepare a statement indicating the appropriate vocational guidance functions of the secondary schools and of the employment exchanges. (98)

(b) Urge the appropriate leaders of the Ministries of Education and Labour to convene jointly a working meeting for the purpose of planning definite steps that will be taken to implement the collaboration between secondary schools and employment exchanges. (98)

(c) In training vocational guidance officers, place increased emphasis on the principles and techniques of employment exchange-school collaboration. (99)

(d) Try to vitalise district co-ordination committees that are presently either defunct or moribund, by following the suggestions given in the recommendation. (100a)

(e) Prepare and distribute to vocational guidance officers a bulletin that describes successful collaborative procedures observed in some of the employment exchange districts of India. (100b)

119. Research

(a) Establish in the DGE and T a permanent planning-and-review committee for vocational guidance research, having the membership and functions suggested in the recommendation. (102)

(b) Adopt the policy of not authorising any research proposal unless it includes a clear statement of the potential utility of the study, and an indication of the steps that will be taken to use the results. (103)

(c) Compile a list of all the guidance research ideas that have been proposed during the past ten years by government officers and foreign consultants, and make use of this list as suggested in the recommendation. (104)

(d) Refrain from requesting additional research positions until such time as guidance research activities are better co-ordinated and their results more frequently used. (105)

(e) Consider the feasibility of transferring any officers who have relatively light work loads from their present units to the CIRTES Research Section. (105)

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120. Impact and Publicity

(a) In announcing vocational guidance services to the public, keep the publicity modest in tone, and state clearly that some exchanges and university bureaux are much more able than others to render beneficial guidance services. (106)

(b) Do not encourage the State Directorates to set up publicity wings at their headquarters. (107)

(c) Make greater use of mass media to give the public information that will help individuals to guide themselves better. (108)

(d) Give increased assistance to employers in their selection programmes, and to certain agencies that can benefit from the services of the vocational guidance programme. (109)

121. Implementation of Recommendations

(a) Select a person to head the vocational guidance programme of the DGE and T, someone having the qualifications mentioned in the recommendation. (110)

(b) Distribute copies of Parts III and IV of this report to the personnel referred to in the recommendation, and arrange meetings of appropriate persons to take decisions on the proposals. (110b)

(c) Hold joint meetings several times a year of CIRTES staff members and other officers of the DGE and T who are involved in the vocational guidance programme (110c)

(d) Try to place the Vocational Guidance, Aptitude Testing, and Evaluation and Implementation Units in the same building, preferably near to CIRTES. (110c)

(e) Hold annual seminar-type meetings of all State Vocational Guidance Officers and UEI and GB representatives, for the purposes mentioned in the recommendation. (110d)

(f) Modify the Vocational Guidance Section, when the National Employment Service Manual is revised. (110e)

(g) Make it possible for Centre staff members to spend more time in the field. (110f)

(h) Implement first the recommendations of this report that can be put into effect most readily and economically. (110g)

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